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Sets forth educational needs of higher education in the St. Louis and Kansas City areas accompanied by projections to 1975. Included are proposals for the establishment of major divisions of the University of Missouri at St. Louis and Kansas City, the development of a State scholarship program, and the establishment of a single State college board. A guide for developing a recommended coordinating council on higher education in Missouri is also presented.

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EXPANSION AND COORDINATION OF HIGHER EDUCATION IN MISSOURI

8428

A Summary Report

to

The Governor's Council on Higher Education in Missouri

U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
Office of Education

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December 17, 1962

ED000876

EXPANSION AND COORDINATION OF HIGHER EDUCATION IN MISSOURI

A Summary Report
to
The Governor's Council on Higher
Education in Missouri

ROBERT J. KELLER, Professor of Education
University of Minnesota

RAYMOND C. GIBSON, *chairman*, Director, Division of Higher Education, School of Education
Indiana University

ALLAN O. PFNISTER, Associate Professor of Higher Education, Center for the Study of Higher Education
University of Michigan

December 17, 1962

Dr. Elmer Ellis
Chairman, Sub-Committee
Governor's Council on
Higher Education
Columbia, Missouri

Dear President Ellis:

At the meeting of the Governor's Council on Higher Education on September 10, 1962, the committee of consultants was directed to study recent reports dealing with higher education in Missouri, and to prepare a summary report to be completed in December 1962. Additional data were to be provided by Community Studies, Inc., Kansas City, Missouri.

Members of the sub-committee suggested that our report and recommendations be limited to the problems of higher education in St. Louis and Kansas City, and to a consideration of state-wide coordination of higher education in Missouri.

We are pleased to submit our summary report on the Expansion and Coodrination of Higher Education in Missouri. It is our sincere belief that the recommendations in this report, if implemented, will help to prepare Missouri for meeting the increasing demands for higher education as projected to 1975 and beyond.

Sincerely,

Robert Keller
Allan O. Pfnister
Raymond C. Gibson, Chairman

Columbia, Missouri
December 17, 1962

Mr. James A. Finch
President, Governor's Council
on Higher Education
State of Missouri

Dear President Finch:

Higher education in Missouri faces challenges in the next few years which give promise to overshadow those of the past century as its colleges and universities seek to provide for the dramatic increases in enrollment which are in prospect. These challenges will require the highest possible level of coordination and planning between all existing institutions, public and private.

Two recommendations in the attached report deal with the matter of coordination: (1) The establishment of a single state college board to strengthen these institutions, and (2) The development of a coordinating council on higher education. As outside consultants we urge that your committee give most serious attention to these recommendations.

We urge that you give special consideration to the timing of action on these recommendations in light of the many factors which exist in Missouri. You may decide, for example, that the first of these recommendations, establishment of a single state college board, may be too drastic for the present time. You might decide that a more moderate approach would be worthy of initial trial. Such approach might seek to provide existing state college boards with an opportunity to establish a workable plan of voluntary coordination among these institutions before coordination becomes compulsory under a single board. A minimum period of five years might be well spent as an outside limit in which to establish the feasibility of the voluntary coordination thus suggested.

Highest priority should be given, however, to the proposal for a council on higher education and to the needs of the Kansas City and St. Louis areas. As consultants we recognize that you may disagree with us on some specific details but we hope that our analysis will be useful to you as you seek to reach your own conclusions and recommendations.

Respectfully submitted,

Robert J. Keller

Allan O. Pfnister

Raymond C. Gibson, Chairman
Consultants

ACKNOWLEDGEMENTS

This summary report was based upon the work and the careful thought of many people. Previous studies of certain aspects of higher education in Missouri and other studies now in process provided the factual data and background for this report.

Specifically, the consultants drew valuable material from the following reports:

1. Coyle, Irvin, Editor, Missouri Assembly on Higher Education, University of Missouri, 1962
2. Shils, Edward B., Higher Education and the Future of Youth in the Greater St. Louis Educational Area, 1960
3. Pfnister, Allan O., Meeting Missouri's Needs for Higher Education, 1957
4. McHenry, Dean E., *et al.*, Higher Education in Kansas City, 1957
5. Peterson, Warren A., Future Enrollment in Missouri Colleges and Universities, 1962
6. State Department of Education, Public Junior Colleges in Missouri, 1962
7. The State Reorganization Commission of Missouri, 1955
8. Murdock, J. C., and Rapp, John E., Higher Education in Missouri: The Coming Impact on State Finances, 1962.

It would be impossible to list all of the individuals who contributed time and ideas toward the completion of the report, but certain individuals must be mentioned because of the effort and insight which they provided. Among such people were the members of the sub-committee of the Governor's Council on Higher Education: Elmer Ellis, chairman, Mark Scully, Paul Reinert, S.J., Charles Trigg, and Franc McCluer; Jim Wilson, secretary to the Council; Homer Wadsworth, chairman of the Kansas City Metropolitan Area Committee on Higher Education; Arthur W. Betts, Assistant Budget Director, State Capitol; and Warren Peterson, who served as secretary to the consultants and made the research of Community Studies, Inc., available to the consultants.

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INTRODUCTION

Missouri is confronted with educational decisions of grave consequences to the young people whose opportunities in life will be limited by the availability and quality of higher education. The future economic development of the state will depend upon a dynamic and adequately supported system of state and private colleges and universities.

Few states are in a better financial position than Missouri to make the courageous decisions necessary. This state can afford to support higher education. Its support of higher education in proportion to its wealth has been below that of all but five or six other states. Seymour Harris has noted: "Missouri is a relatively high-income state . . . although per capita state taxes are low. Expenditures on public higher education in relation to state and local taxes are only 2.5 per cent. Moreover, expenditures on higher education since 1950 have not risen nearly so much as tax receipts."[1] There is great strength in the relationships between private and public institutions in Missouri. There are five growing state colleges whose plans and resourcefulness indicate strong leadership and vision for the future. There is Lincoln University dedicated to its unique and expanding purpose. A system of junior colleges supported by both local and state governments is certain to grow in service to the state.

This state has its share of quality private colleges and universities whose service to the youth of Missouri is limited only by their capacity and by increasingly high tuition rates.

Finally, Missouri has a great state university serving as the capstone of public education; taking the leadership in developing new types of institutions; and, in concert with other public and private colleges and universities, helping to develop public policy for meeting the future demands for higher education.

Cooperation in diversity, as represented by the Governor's Council on Higher Education, is the only means by which this state can meet its obligation to its future leaders, workers, and citizens. In the opinion of the consultants the public and private institutions of Missouri need to support each other in the securing of funds that will be necessary to handle the greatly increased enrollments which are immediately ahead of us.

Missouri is fortunate in having a governor and legislature who have the courage to expand higher education with their eyes upon the future rather than the past. These leaders must not falter as it becomes necessary to increase taxes to pay the bill for higher education.

Leaders in the colleges and universities and in the state government of Missouri must realize that impending decisions in higher education will have great public appeal and they are educationally sound. Such a happy situation is a result of political leadership in tune with public interests and educational leadership that is focused upon equality of opportunity and increasing excellence.

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[1]Harris, Seymour E., *Higher Education: Resources and Finance*, McGraw-Hill Book Co., Inc., New York, 1962, p. 395.

Conclusions and recommendations of this study were based upon several previous studies mentioned in the acknowledgements. The report has been limited in its scope by many factors and especially by the time available between September and December to complete the study.

The Governor's Council on Higher Education indicated that the consultants should limit the report to a consideration of the problems of higher education in St. Louis and Kansas City and of the problem of coordination of higher education in Missouri.

We do not impute scientific qualities to the report. In a study such as this, there is a point beyond which facts do not solve the problem. At times the leaders in higher education must be willing to move forward on the basis of the best facts available combined with the courage to make decisions that always involve the exercise of judgment. Even science must take this chance or there would be no progress. While we have been dependent upon other reports for enrollment trends and data, we believe that the major conclusions and recommendations are based upon reliable facts and sound educational principles.

ROBERT J. KELLER
ALLAN O. PFNISTER
RAYMOND C. GIBSON, *Chairman*

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CHAPTER I

THE INCREASING DEMAND FOR HIGHER EDUCATION IN MISSOURI

In the ten-year period, 1952 to 1962, the number of full-time students in Missouri's accredited colleges and universities increased from 35,962 to 66,414, a gain of 85 per cent. Public institutions enrolled 38,451 full-time students in 1962 which was 58 per cent of the total and represented an increase of 133 per cent over 1952. Accredited private colleges enrolled 27,963 full-time students in 1962 which was 42 per cent of the total and represented an increase of 44 per cent over 1952.

Enrollment projections for the period 1960-1975 show that the gain, with 1960 as the base year, will be 90 per cent by 1970 and 142 per cent by 1975. If these trends continue, private colleges and universities may enroll about 38,000 students by 1975 and public institutions could enroll 100,000. Public institutions will probably enroll even more because some private colleges will draw increasing percentages of their students from outside the state.

TABLE 1-PROJECTED COLLEGE-GOING YOUTH IN MISSOURI BY REGION FROM WHICH STUDENTS WILL COME

Year	Total	St. Louis	Kansas City	Remainder of State
1960	56,500	18,200	8,500	29,800
1965	79,500	27,600	13,200	38,700
1970	107,800	42,900	20,700	44,200
1975	138,100	60,200	30,500	47,400

Source: Community Studies, Inc., Enrollment Projections, October 10, 1962.

As indicated in Table 1, the increasing concentration of Missouri's college students is in St. Louis and Kansas City. The two metropolitan centers provided only 47 per cent of all college students in 1960, but they are expected to have 65 per cent of the college students by 1975. The two metropolitan centers may provide 90,700 college students by 1975 and the remainder of the state is likely to provide 47,400.

The above projections do not indicate that 90,700 students will attend college in the two metropolitan centers. Where they will go to college will depend upon their aptitudes, interests and the availability of opportunities. Unfortunately this concentration of students is not in the same communities that have state-supported colleges or universities.

Table 2 summarizes the anticipated enrollments in the University of Missouri, Lincoln University and the state colleges for the first year of each biennium from 1965 to 1975. These studies indicate that enrollments in state-supported colleges and universities may practically double in ten years.

The education of increasing percentages of college-age youth will demand careful research on the nature of manpower requirements and the accompanying revision of curricula accordingly, at least in junior colleges and in undergraduate

TABLE 2-PROJECTED ENROLLMENT IN STATE COLLEGES AND STATE UNIVERSITY

	1965	1967	1969	1971	1973	1975
University	14,672	16,834	18,996	21,149	23,293	25,439
Rolla	5,468	6,274	7,080	7,883	8,683	9,481
CMSC	5,390	6,390	7,390	8,438	9,534	10,630
NMSTC	3,900	4,628	5,356	6,118	6,914	7,710
NMSC	3,050	3,618	4,186	4,780	5,400	6,020
SMSC	4,190	4,970	5,750	6,566	7,418	8,270
Southwest	4,650	5,514	6,378	7,284	8,232	9,180
Lincoln	2,060	2,444	2,828	3,230	3,650	4,070
Total	43,380	50,672	57,964	65,448	73,124	80,800

Source: Future Classroom and Laboratory Space Needs in Missouri State Universities and Colleges as projected by the Division of Budget and Comptroller in the state capital.

programs. Changing requirements in the professions will demand constant revision of professional and graduate curricula.

In the decade of the sixties, the number of farm workers will decrease, and there will be no increase in the number of non-skilled workers. There will probably be a major increase in employment of professional and service occupations, clerical and sales workers, proprietors, managers, and skilled and semi-skilled workers in that order.

Employment opportunities in the decades of the sixties and seventies will be in those occupations requiring education beyond the high school. Higher education in Missouri must be responsive to the changing manpower requirements.

Moreover, community colleges with emphasis upon general and technical education, transfer liberal arts courses, and in-service adult education should be encouraged and supported by the State Legislature.

Economic, business and industrial development of the State of Missouri will depend upon advanced education and research designed to capture the great natural resources of the state and to use them wisely in advancing the social, cultural and economic well being of the people.

CHAPTER II

RESOURCES AND NEEDS FOR HIGHER EDUCATION IN ST. LOUIS

St. Louis University enrolled approximately 6,098 full-time students in 1962, of whom about two thirds were from Missouri. The number of students from Missouri is expected to increase by 3,000 by 1970. The tuition rate is $900 per year and is likely to increase in the future. Scholarships for students who cannot pay the tuition could increase the Missouri student enrollment at St. Louis University to 7,000 by 1970. This institution thus provides a tremendous resource for the people of Missouri in meeting the demand for higher education.

Washington University enrolled 5,218 full-time students in 1962, of whom two thirds were from outside the St. Louis area. It is anticipated that 75 per cent of Washington University students may come from outside the state by 1970. This institution has already reached the point in tuition costs where it has been priced out of the local market. The tuition rate will probably increase still further, and the enrollment of local students will depend upon the availability of scholarships.

As noted in Table 3, the increase in college-age youth in the St. Louis area was much greater than the total increase in Missouri for the years 1960 to 1975. An increase of 48.9 per cent is expected for the state, but an increase of 101.2 per cent is anticipated for St. Louis. Although metropolitan St. Louis accounted for 32.2 per cent of youth 18 to 21 years of age in 1960, its share of the state's total college-age youth is projected to be 43.5 per cent in 1975.

TABLE 3-PROJECTED COLLEGE-AGE (18-21) POPULATION, 1960-1975 FOR THE STATE OF MISSOURI AND FOR THE ST. LOUIS METROPOLITAN AREA

		Metropolitan St. Louis	
Year	Missouri Total	College Age	Per Cent of State
1960	232,000	74,700	32.2
1965	265,000	92,100	34.7
1970	308,000	122,500	39.8
1975	345,000	150,300	43.5

Source: Community Studies, Inc., Projections of Full-Time Enrollments, October 10, 1962.

Data in Table 4 indicate the disproportionate increase in projected college students from St. Louis compared with that for the state as a whole. The enrollment of St. Louis students, which was 18,200 in 1960, is expected to reach 42,900 by 1970 and 60,200 by 1975. The percentage of increase, based upon 1960 as the base year, will be 135.5 per cent for 1970 and 230.4 per cent for 1975. Corresponding percentages of increase for the whole state of Missouri will be 90.7 and 142.4 for 1970 and 1975 respectively.

TABLE 4-PROJECTED FULL-TIME ENROLLMENT OF STUDENTS FROM MISSOURI IN ACCREDITED COLLEGES AND UNIVERSITIES IN MISSOURI AND IN ST. LOUIS, 1960-1975

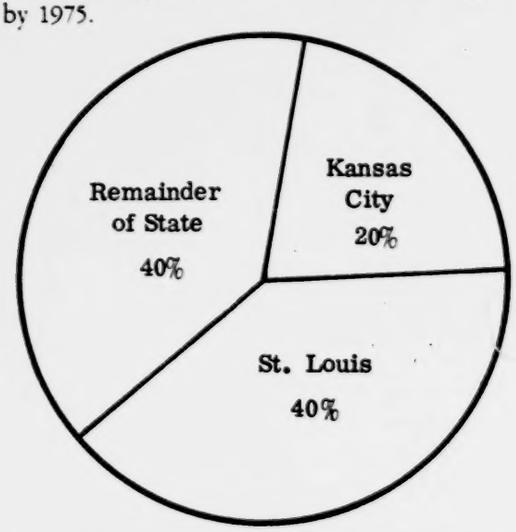
	Missouri Total		St. Louis Total	
Year	Enrollment	Per Cent Increase Over 1960	Enrollment	Per Cent Increase Over 1960
1960	56,500		18,200	
1965	79,500	40.7	27,600	51.8
1970	107,800	90.7	42,900	135.5
1975	138,100	142.4	60,200	230.4

Source: Community Studies, Inc., Projections of Full-Time Enrollments, October 10, 1962.

Adding the projected enrollments of local students at St. Louis and Washington universities to projected enrollments of local students in other local private institutions (Fontbonne, Maryville, Webster, and Lindenwood colleges) gives a total which approaches 10,000 by 1970. Assuming that plans can be implemented for the Metropolitan Junior College to enroll 15,000 students by 1970, the total enrollment in private colleges and universities and the junior college should be 25,000 students by 1970.

Assuming that one fourth of the 43,000 St. Louis students in college in 1970 will find places either outside of Missouri or in other institutions within Missouri but outside of the St. Louis area, there will still be 7,200 students wthout any place to go.

Increasing availability of higher education at low cost, particularly at the junior college level, could result in much higher enrollments in St. Louis than those indicated herein for 1965 to 1975. The difference between the demand for higher education and the capacity of St. Louis area colleges could easily reach 20,000 students by 1975.



THE CENTERS OF COLLEGE-AGE POPULATION IN MISSOURI 1970

The figure above presents the percentage distribution of college-age students in Missouri as projected by Dr. Warren Peterson for 1970.

A Proposed New Program for St. Louis

Statistics on college enrollments up to 1975 and previous studies concerned with higher education in the St. Louis metropolitan area indicate a growing gap between local opportunities for higher education and the number of students who are likely to attend college.

It is fortunate indeed that St. Louis and St. Louis County are already making dynamic plans for a major community college program, which will be concerned with four major objectives:

1. The education of students in the first two years of a degree program, the degree to be completed in any four-year college. This is sometimes called a transfer function.
2. A two-year terminal program in general or liberal education.
3. Terminal education of a technical character.
4. Adult education and community services.

Education must be related to the manpower requirements. Full employment in a community such as St. Louis will be increasingly dependent upon the level of education of prospective workers. The community college can make a more significant contribution to a large sector of the workers of St. Louis than is likely to come from the senior colleges, because community colleges can develop programs of two-year terminal education for students who normally would not go to liberal arts or professional schools.

As noted already a large community college enrollment in St. Louis could increase the demand for senior college opportunities above current projections. The percentage of college-age students going to college is certain to increase more rapidly as a result of the community college program if Missouri experiences are anything like those of other states.

University of Missouri, St. Louis Campus

Having shown that existing resources for higher education plus a major junior college development could fall short of the demand for higher education opportunities, it is necessary to make plans for additional resources.

A logical next step to the solution of the increasing demand for higher education in St. Louis is to establish a new University of Missouri campus under the Curators of the University of Missouri. St. Louis will have as many students in college by 1970 as it had in high school in the 1920's. To deny state supported higher education to the community at this time would be analogous to St. Louis without a public high school in 1920. If St. Louis has 40 per cent of the college-age youth of the state by 1970, the most economical, efficient and educationally sound way for the state to meet its obligation in providing higher education is to build a new university in the St. Louis area. An adequate site has already been made available in Normandy.

The alternative to developing a public-supported center of learning in St. Louis would be to add more expensive facilities to existing state college and university campuses where residence halls alone could well cost approximately the same as the total facilities needed for a campus in St. Louis. This statement

is based upon the assumption that the St. Louis campus initially would not need residence halls.

With careful planning of lecture halls, seminar rooms, laboratories, a library, administrative offices and recreational facilities, a new campus on the Normandy site can probably be developed for what it would cost to house the same students at the University of Missouri and the state colleges, and housing would be approximately 50 per cent of the required facilities at existing institutions. Instructional and general operating costs at the Normandy campus would be comparable to costs at other state institutions.

The University of Missouri campus in St. Louis should concentrate on undergraduate education, because there are two nationally known graduate programs already in the area—St. Louis and Washington Universities. Graduate and professional education are more expensive and more selective than undergraduate programs. Enrollments are more limited in professional and graduate schools. Any expansion of state institutions into graduate and professional education should be coordinated with existing resources, both public and private in these fields. However, it is possible that certain areas of graduate study may be desirable as the St. Louis campus grows.

It is imperative that the University of Missouri, St. Louis be closely coordinated with the community college development. Once the community college begins to enroll thousands of students in its two-year program, it would be highly appropriate for the University to concentrate upon senior college work, although the University would continue to enroll students in all four years of undergraduate curricula. With much of the screening of potential degree students taking place in the community college, where appropriate terminal curricula will be available, the University of Missouri, St. Louis should be able to avoid the high attrition rate generally characteristic of the first two years in state universities. A program of higher quality, and possibly at lower cost, should follow as a consequence of this set of conditions.

The administrator of the University of Missouri campus in St. Louis should be responsible to the Curators of the University of Missouri for carrying out their policies and for the administration of the University in St. Louis.

On the basis of institutional research and cost criteria adopted by the Curators, and hopefully by the Legislature, the officials in the St. Louis unit of the University would submit a biennial budget to the Curators. This budget would become a part of the total request from the Curators of the University of Missouri, but the part going to the St. Louis campus would be a distinct and separate item.

Plans should be made for the University of Missouri, St. Louis campus to enroll 8,000 undergraduate students by 1970, but enrollment projections should be made annually in order to revise the 8,000 figure in terms of possible changes in trends as opportunities for higher education increase.

In building a new undergraduate institution in St. Louis, the Curators and leaders of the University of Missouri have a chance to correct many of the glaring weaknesses in curricular and administrative organization generally character-

istic of older institutions. For example segmented administrative functions that need to be integrated, departmental entities with major emphasis upon specialization and the disintegration of knowledge are pitfalls which should be avoided in a new institution but which can seldom be corrected in an old one.

This new University in St. Louis should recognize in practice, as well as in theory, that one of the most perplexing problems of modern college students is the discriminating selection and integration of knowledge; that departmental specialists, as a general rule, have no inclination to form the necessary synthesis; that this task, which could be facilitated by the faculty, is left almost exclusively to the student.

The curricula at the new University in Normandy could fall into four integrated divisions: (1) social sciences, (2) science and mathematics, (3) humanities, and (4) education. These decisions should be made before the campus is planned, because physical facilities as well as organization can contribute to the integration of knowledge.

Advanced planning, administrative job descriptions as a basis for employment, grouping of similar administrative functions, and planning physical facilities according to functions and sizes of groups to be served could reduce costs for both capital outlay and operation. The new university on the Normandy campus should become a model for the future in terms of campus planning, curricular development, organization, and building programs.

A university cannot be created in a few years. It can grow and develop only as rapidly as resources in facilities and personnel are made available. The St. Louis campus will need to grow gradually and should become the University of Missouri, St. Louis by 1970. Growth in physical facilities will determine growth of enrollment. A desirable schedule for enrollment increases would be to admit 1,000 students in the fall of 1963; then increase the enrollment by 1,000 each year until an enrollment of 8,000 would be achieved by 1970.

Recommendations

1. The State Legislature should authorize the Board of Curators of the University of Missouri to establish the University of Missouri, St. Louis campus on the Normandy site and provide funds to implement this recommendation.

2. The St. Louis campus should be governed by the Curators of the University of Missouri who should appoint a President or Chancellor and upon his recommendation appoint all other personnel to serve in the new institution.

3. Any graduate programs introduced at the St. Louis campus should be under the general coordination of the Dean of Faculties, University of Missouri in Columbia.

4. Enrollment projections, purposes, curricular development, and careful research concerning total needs of the University of Missouri, St. Louis should form the basis for the development of a long-range campus plan and building program up to 1975, to be presented to the Legislature in January, 1965.

CHAPTER III

RESOURCES AND NEEDS FOR HIGHER EDUCATION IN KANSAS CITY

The problems of providing opportunities for higher education in Kansas City are not the same as in St. Louis, but the two metropolitan centers share two major problems: (1) the increasing gap between local opportunities and expected demands for higher education, and (2) the absence of state-supported colleges or universities in the two areas.

These two large metropolitan centers will have 50 per cent of the college-age youth of Missouri in 1965, nearly 60 per cent in 1970, and 65 per cent in 1975.

TABLE 5-PROJECTED COLLEGE-AGE (18-21) POPULATION, 1960-1975, FOR THE STATE OF MISSOURI AND FOR KANSAS CITY METROPOLITAN AREA

		Metropolitan Kansas City	
Year	Missouri Total	College Age	Per Cent of State
1960	232,000	34,800	15.0
1965	265,000	43,900	16.6
1970	308,000	59,200	19.2
1975	345,000	76,200	22.1

Source: Community Studies, Inc., Projections of Full-Time Enrollments, October 10, 1962.

Table 5 indicates the rapid growth in number of college-age youth in Kansas City area for the period 1960-1975. The actual increase will be from 34,800 in 1960 to 76,200 in 1975. Although Kansas City had only 15 per cent of the college-age youth of Missouri in 1960, the percentage will rise to 22.1 in 1975. Over 65 per cent of the youth of Missouri (18-21) will be in Kansas City and St. Louis in 1975.

TABLE 6-PROJECTED FULL-TIME ENROLLMENT OF STUDENTS FROM MISSOURI IN ACCREDITED COLLEGES AND UNIVERSITIES IN MISSOURI AND IN KANSAS CITY, 1960-1975

	Missouri Total		Kansas City Total	
Year	Enrollment	Per Cent Increase Over 1960	Enrollment	Per Cent Increase Over 1960
1960	56,000		8,500	
1965	75,500	40.7	13,200	55.3
1970	107,800	90.7	20,700	144.2
1975	138,100	142.4	30,500	259.6

Source: Community Studies, Inc., Projections of Full-Time Enrollments, October 10, 1962.

Table 6 indicates that college-going youth from the Kansas City area could increase from 8,500 in 1960 to 30,500 in 1975, a percentage increase of 259.6 over 1960. The percentage increase for the state as a whole will be 142.4. These projections indicate the increasing importance of Kansas City as a great business, industrial, and cultural center. The quality of its development and indeed its economic stability as a great city will depend upon the level of education completed by its citizens. Kansas City has great educational and cultural resources in its private colleges and other research and cultural programs. It is lacking in higher education resources at low cost.

It is most important for the people of metropolitan Kansas City to increase the junior college district as suggested by Dr. Raymond Young. This would increase opportunities for low-cost education beyond the high school in technical, general, and adult education.

A Proposed New Program for Kansas City

The number of variables in the Kansas City situation makes it extremely difficult to design a plan for meeting the demand for higher education for 1963 to 1975. It is similar to the "gold rush" of mid-nineteenth century. It is almost a higher education vacuum, and every type of institution is taking soundings there for its potential expansion. No situation could better illustrate the need for coordinated planning for higher education, a need involving both public and private enterprises in education beyond the high school.

Kansas City has its own private colleges and is reluctant to sacrifice quality to quantity. The Kansas City Regional Council for Higher Education is a great public asset whose value to the community will increase regardless of what the state does in this region. But local institutional objectives and plans will be influenced by any new program paid for by the state.

Central Missouri State College has already initiated extension centers to help meet the demand for higher education. Existing policy of the state permits the University of Missouri or any one of the state colleges to start new centers of higher education without any consideration of what other institutions are doing. Initially these centers tend to operate without tax funds, using tuition income and the exploitation of faculty to keep costs below those of local high schools. Any community that secures a state-supported program of higher education, even though it includes only one or two years beyond the high school, will eventually pressure the State Legislature to expand the facility to a complete undergraduate college.

The University of Missouri is currently involved in graduate and medical education in Kansas City. This program has developed in response to a serious need and is likely to expand regardless of any special mandate from the Legislature.

Kansas City University is the only multi-purpose institution in this region. It has developed a complete undergraduate liberal arts program, professional schools and graduate programs as its resources would permit. This commitment to function as a great community service institution involving professional and

graduate education has complicated the problem of support for the University of Kansas City. It may be that the survival of this fine institution as a private university will depend upon pricing itself out of the local market, e.g., raising tuition and becoming a national institution without too much concern for local needs.

Need for citizen unity

The citizens of Kansas City must go to the State Legislature for help, and if they are united, the help will be forthcoming. They are entitled to help on the problem of higher education. There is one purpose or mission on which the citizens must be united. It is the determination to open wide the doors of higher educational opportunity. Admission standards may need to be set reasonably high but not on the basis of an economic criterion. Keeping the economic barrier low will require more taxes, but it will also mean a fundamental increase in the tax base—the direct result of increased educational opportunity. These are the basic considerations that must motivate the citizens of Kansas City as they seek a solution to their problem of higher education.

The consequences to individuals or to institutions must be weighed against the consequences to thousands of disadvantaged youth by 1970 and 1975. No other approach is worth consideration.

Placed in this context, there are significant contributions to be made by the local junior college, the private colleges and especially the University of Kansas City. But these efforts will fall short of the demand for higher education. A state institution is indicated. It should enroll at least 5,000 students by 1970 with a heavy emphasis on the last two years of the undergraduate program and significant developments in the area of graduate and professional education.

Metropolitan Kansas City citizens must not turn to the state for all resources for higher education. Its local private colleges should be supported in every way possible, and the proposed expansion of the junior college is of great significance in meeting the demand for higher education.

A challenge to the Board of Directors of the University of Kansas City

The youth of Kansas City, the University of Kansas City and the State of Missouri would be better served if the University of Missouri, the University of Kansas City and the State Legislature joined resources in closing the gap between needs and resources for higher education in metropolitan Kansas City. The University of Kansas City has great resources in land, buildings, faculty, alumni, educational programs (including highly respected professional schools) and thousands of friends who support the university. This private resource cannot be taken over by the state. The University of Missouri would not suggest such a step. But the University of Kansas City governing board could propose a joining of these great resources with the University of Missouri to form the University of Missouri, Kansas City under the Curators of the University of Missouri.

The Board of Directors of the University of Kansas City would be obligated to seek conditions favorable to the citizens and youth of Kansas City. If

a great state university is to grow rapidly in Kansas City, it will require private as well as tax support. This is true of all great state universities, but Kansas City needs to catch up with other state universities before comparisons can be invoked. The way to catch up in providing the quality and quantity university program needed in this region is to supplement state funds with private funds.

To implement this concept, the Board of Directors of the University of Kansas City should become the Board of Directors of the University of Missouri, Kansas City Foundation. This Foundation would become the channel for major private funds for accelerating the growth in size and in quality of the university. Graduate education and research, which always require more support than a legislature will provide, could be greatly enhanced by support from the Foundation. If the University of Kansas City should join the state system, the enrollment at the University of Missouri, Kansas City is very likely to reach 10,000 students by 1970.

Recommendations

1. The State Legislature should authorize the Board of Curators of the University of Missouri to establish the University of Missouri, Kansas City to be governed by the Curators of the University of Missouri.

2. The Governing Board of the University of Kansas City should be invited, through an appropriate legislative resolution to become the center of the new state university in Kansas City.

3. If the State Legislature issues an appropriate invitation for the University of Kansas City to become the center for the University of Missouri, Kansas City and the University of Kansas City Board accepts the invitation, officials and governing boards of the two universities should be authorized to make the transition gradually during the next biennium.

4. If recommendation number 3 is accepted, the State Legislature must, in good faith, appropriate funds to supplement the operating budget of the University of Kansas City beginning on July 1, 1963.

5. The Curators of the University of Missouri should appoint the President or Chancellor of the University of Missouri, Kansas City and upon his recommendation appoint all other personnel.

6. Graduate programs at the University of Missouri, Kansas City should be coordinated under the Dean of Faculties, University of Missouri in Columbia.

7. Enrollment projections, building plans and proposed programs should be submitted to the 1965 session of the Legislature.

8. An Administrative Council of the University of Missouri should be established to coordinate internal administration and program development. It should be composed of the President of the University of Missouri, Columbia as Chairman, the Presidents of the Universities of Missouri, St. Louis and Kansas City, and the Dean of the Graduate School, University of Missouri.

9. If major university centers are developed in both St. Louis and Kansas City, the Curators of the University of Missouri and the Legislature should place a ceiling on future enrollments at the University of Missouri in Columbia. It probably should not exceed 25,000 students.

CHAPTER IV

A PROGRAM OF STATE SCHOLARSHIPS

Education is a social necessity. The return to society on investments in higher education are too great to allow an economic criterion to influence admission thresholds. The traditional balance between public and private higher education has already been disrupted by the rising tuition costs which private colleges must charge to stay open.

If the contributions of private colleges and universities are important to the perpetuation of our free society, we can afford to use public funds to help support private colleges. This principle has already been established in America, and it is almost certain to be strengthened as citizens generally realize the economy as well as other benefits to be derived from a continuation of diversity in higher education.

Private colleges and universities in Missouri enrolled nearly 43 per cent of all students who attended college in Missouri in the fall of 1962. If part-time students were equated to a full-time equivalent, private colleges enrolled 45 per cent of the total. However, in the decade 1952 to 1962, the increase in enrollments was 133.4 per cent in public institutions and 47.6 per cent in private institutions. If these trends continue, it is possible that by 1975 the public colleges and universities will enroll 75 per cent of college-going students in Missouri. Such a proportion of college students in public institutions would require radical changes in the proportion of total personal income for the support of public colleges and universities.

There is already a price tag on higher education that makes it impossible for many capable students to attend college. Private colleges and universities of the highest quality are gradually pricing themselves out of reach of any except the economically elite students. This is unfortunate, both for the colleges and for capable students from low income families who would like to attend private schools.

Precedents have already been established for both federal and state governments to provide scholarships for capable, needy students to attend the colleges of their choice. The State of Missouri should consider such a program during the 1963 session of the Legislature.

If the state were to pay the entire cost of instruction plus necessary overhead for administrative and auxiliary costs for scholarship students in private colleges, it would still be less than the cost of sending the same students to public institutions, because the state will not have to provide buildings for the students who attend private colleges and universities.

Many students need scholarships to attend public colleges and universities. If equality of educational opportunity is to be anything more than a political platitude, it is imperative that the State Legislature implement the recommendation of the Missouri Committee on Education Beyond the High School, of which Dr. Elmer Ellis, President of the University of Missouri, and Dr. Paul C. Reinert, President of St. Louis University, are Co-Chairmen. Their recommenda-

tions on the scholarship issue are generally in agreement with the following made by the panel of consultants:

1. The Missouri State Scholarship Program should be administered by the State Board of Education.
2. State scholarships should be awarded on the basis of three factors:
   a. Student rank in high school graduating class.
   b. The results of tests administered on a state-wide basis.
   c. Financial need.
3. Honorary scholarships should be given to those not requiring financial assistance.
4. Scholarships should be awarded up to a maximum of $700 per year, renewable each year upon presentation of evidence of satisfactory scholastic progress and continuing need.[1]
5. Total college expenses at the college of the student's choice should be used as a factor to determine the amount of scholarship aid.
6. Scholarship winners should be permitted to choose any accredited Missouri college, public or private, and should be permitted to transfer from one college to another, within the state, in keeping with transfer policies.

Recommendation

The State Legislature should appropriate $350,000 to provide 500 scholarships for the first year of the 1963-1965 biennium, and add 500 each year until 2,000 would be provided by the fall of 1966.

[1]The Missouri Committee recommended a maximum of $500 per year.

CHAPTER V

STATE COLLEGES OF MISSOURI

Missouri has five regional state colleges that have been accepting a major part of the increase in the enrollment in Missouri colleges in recent years. In the period 1952 to 1961, Missouri's college-age population attending college increased from 16 per cent to 26 per cent. There was very little increase in the college-age population for this period, but full-time enrollments in private colleges and universities increased by 40 per cent; the University of Missouri enrollment increased by 90 per cent; and enrollments in the state colleges increased by 175 per cent. By the fall of 1962, the five state colleges enrolled 16,50? ..il-time students, which was a few more than the enrollments at the University of Missouri at Columbia and at Rolla. The five state colleges constitute a very great resource in meeting the increasing demands for higher education.

If the University of Missouri develops major divisions in St. Louis and Kansas City, the combined campuses will probably enroll more students than the five state colleges. The University system presumably will continue to operate under the Board of Curators of the University which will coordinate and govern all units of the University.

Increasing enrollments and concomitant increases in the cost of higher education will cause the citizens of Missouri to demand greater coordination in the administration of state colleges. Therefore, it is suggested that one State College Board to govern the five state colleges be created. The consequences of such a change should be improved status and support for the five colleges.

There are advantages in cooperative planning and integration of effort among similar institutions. Centralization of broad policies, budgetary procedures, admissions policies, criteria for projecting building needs, enrollments, and staffing policies should bring greater strength to the institutions. They deserve and demand this advantage if they are to rise above the average teachers college in the United States.

The practice of establishing faculty salaries at the five state colleges on the basis of national averages for teachers colleges is absolutely deplorable and indefensible. This unfavorable economic position of the faculties in the five state colleges is related to the fact that there has not been the kind of policy and administrative unity necessary for achieving desirable strength. The Governor, Legislature, and governing boards cannot justify keeping the faculties of the five state colleges in this unfavorable status.

Local and regional pride as exemplified by regional governing boards should be replaced by local and regional pride in faculties of superior qualities in harmony with Missouri's general economic position.

A cooperative program under one state college board should provide the unity and strength which the state colleges must have if they are to accept their increasing responsibilities for higher education in Missouri. It would be highly desirable for the state college board to achieve constitutional status just as soon as possible.

Centralization of administration is another matter. The nature of education precludes its being managed by remote control. Control of education must be as close to the process as possible. A university, by definition, is a community of self-governing scholars and masters who pursue their disciplines in an atmosphere of maximum freedom. Pursuing an educational discipline means above everything else a disciplined human being. Faculty members must accept responsibilities commensurate with their freedom or run the risk of outside controls over academic affairs.

There are many leaders in higher education who subscribe to decentralized control of education as a theory, but proceed to establish systems that take away from the local institution the initiative, responsibility, and authority to govern itself under the policies of its board of directors.

It would look good from the vantage point of efficiency and economy, as measured in business and industry, for the State of Missouri to establish one board of regents for all public higher education, and to direct that board to appoint a Chancellor to administer all public colleges and universities in the state. But the history of such systems in the United States is a history of one failure after another.

The position of the college president who is trying to bring educational leadership to his institution is almost an impossible task. There is no rational justification to increase his administrative tasks, and his miseries, by reducing him to a second class administrator (and in the eyes of his presidential peers, to a second-class citizen) by making him the ward of an absentee boss.

Missouri's state colleges can maintain their academic and administrative integrity under a single board; under a single chancellor, they would run the risk of being guided by purposes established by someone outside of their institutions which, by Plato's definition, could reduce all of them to the status of slaves.

The alternative to the ultimate centralization under one board and a chancellor is for all five state college boards and presidents to take the initiative in recommending that the 1963 session of the State Legislature establish a state college board to govern the five colleges. The board should be composed of nine members, one representative from each of the five regions where the colleges are located, and four from the state-at-large, to be appointed by the Governor, by and with the consent of the Senate of the Missouri Legislature. Members should serve for nine-year terms, with one member to be appointed each year.

Coordination of higher education in Missouri would be greatly simplified if there were only three governing boards, the Curators of the University, Curators of Lincoln University, and the State College Board.

Recommendation

The State Legislature should replace the five state college boards with one state college board composed of nine members.

CHAPTER VI

STATE-WIDE COORDINATION OF HIGHER EDUCATION

Present status

Missouri has a separate governing board for each of its seven institutions of higher learning. The institutions have been permitted to develop their policy and to administer their programs without any systematic or legal coordination at the level of their governing boards.

Each of the five state colleges has served a region of Missouri, while the program of the University of Missouri has been a state-wide operation. There are certain obvious advantages in assigning to each institution a sphere of influence and giving it the autonomy, under its own governing board, to develop unique programs designed to serve its region. The arguments for such a plan were much greater when institutions were getting started and when both their enrollments and their budgets were of less consequence than they are today.

Whatever coordination has existed among the seven boards and the presidents has been voluntary, and it has not been sufficient in relationship to public policy for higher education which, it is reasonable to believe, would have been supported more adequately under a coordinated plan. This was sufficient justification for the State Budget Office to become the instrument of coordination among the seven state institutions of higher learning. There was a vacuum in this important aspect of public policy, and the Budget and Comptroller's Office stepped in to fill the vacuum. Under these conditions, one can only approve and applaud the work of the State Budget Office in guarding the public interest.

Budgeting procedures

Missouri operates under a highly centralized budgetary system for all services performed by the state. On the whole, such a system is desirable and necessary. It represents sound public policy and fiscal responsibility necessary to the orderly functioning of both legislative and executive branches of the state government. Moreover, the use of budgetary process and general revenue funds, instead of earmarked taxes as a method of supporting state services, is in keeping with good principles of public administration.

It has been axiomatic, however, that in American society education cannot be subjected to the same centralized administrative procedures and controls as are other functions of government. This principle has resulted in the establishment of school boards to control local schools rather than placing them under County Commissioners or City Councils. State boards of education determine broad general policy for education in the 50 states; and colleges and universities, both public and private, have been placed under governing boards that determine general policies, exercise financial controls, employ personnel, and make periodic evaluations.

There is a rationale for exempting education from the general scheme of public administration which applies to departments of highways, health service, police protection, etc. For example, there is the American notion that education must be diversified; that its control should be kept close to the place at which

education takes place; that the very nature of education in a democratic society precludes the possibility of absentee management. Moreover, the various states have made serious efforts, and with great success, to cushion colleges and universities against partisan political control.

In the fall of 1959, the Division of Budget and Comptroller made a careful analysis of classroom and laboratory space on the eight campuses. Visits were made again in 1960-1961 in order to update information on which the future building needs were to be based. The enrollments for the eight institutions were projected to 1975; then, on the basis of enrollment projections and certain fundamental assumptions, additional space requirements were determined. The following were among the basic assumptions on which projections were determined.

1. The ratio of students enrolled in laboratory courses to students enrolled in lecture courses will remain the same in each college.

2. Student stations in a laboratory are fixed in terms of original construction and equipment, and an allowance of 14 square feet per student station was made for general lecture rooms.

3. The schools will operate on the basis of a 44-hour week. All colleges and universities should strive to obtain 34 per cent student station utilization for classrooms and 37 per cent student station utilization for laboratories.

On the basis of the above assumptions and enrollment projections as indicated in Table 2, it was possible for the Budget Office to determine the number of square feet in new construction necessary for meeting enrollment increases to 1975. The state will need to provide 133,293 square feet in new construction by 1965, and 1,003,284 square feet by 1975.

A close analysis of the requests made by the eight campuses for the 1963-1965 biennium reveals that the standards for expansion of physical facilities as set forth by the Budget Office did not in fact form the basis for requests for appropriations for new buildings.

Officials in the Budget and Comptroller's Office, in consultation with state building authorities and architects and with consideration of the various requests from the presidents of the colleges and universities, will determine the number of additional square feet for laboratories and lecture rooms to be requested of the 1963 Legislature. This aspect of the budget, which will go to the Legislature in January, had not been determined by November 9, 1962.

In the above approach colleges have requested appropriations for partial payment of dormitories, an addition to a student union, and the building of a field house and other athletic facilities. In view of the anticipated increases in enrollments in all of the institutions, careful studies should be made to determine the possibility of shifting the entire cost of the above income-producing facilities to non-tax sources of revenue.

The expansion of public higher education into the two metropolitan centers of St. Louis and Kansas City could easily double the requirements for additional classroom and laboratory space which the Budget Office has anticipated as minimum for the eight existing campuses. This would mean an outlay of thirty-five

to forty million dollars by 1975 for plant facilities on the urban campuses in addition to funds for new buildings on present campuses.

The magnitude of this problem, the amount of state money involved, and public policy to determine plans for such expansion indicate the necessity for long-range capital expansion as a commitment of the Legislature in meeting the demands for higher education. The only hope for resolving this problem with due consideration to the taxpayers of Missouri and to the educational needs of its youth is for the Legislature to mandate a 10-year building and expansion plan to be presented to the 1965 session of the Legislature. The plan should include that proportion of the total expansion of physical facilities that is to be met by each session of the Legislature through 1975. Failure to make such a plan and to carry it out is certain to cost the state additional revenue in meeting emergencies, as they are certain to arise during this period. Efficiency, economy, and educational policy mandate a long-range approach to this problem.

The planning of educational facilities cannot be accomplished through the determination of the number of square feet of floor space required for classrooms and laboratories. Educational facilities in these times must be planned and projected in terms of educational purposes and programs. The planning of an educational building in terms of the uses to be made of it may significantly increase the percentage of utilization of available space. Saving on buildings means additional public funds for the educational enterprise itself which is limited both by the planning and the cost of physical facilities.

Developing the operating budget

The state colleges have submitted their budgets for the 1963-1965 biennium, requesting sufficient funds to staff the institutions with one instructor for every 20 students. The Budget Office allowed one instructor for every 23 students. Total personnel services make up 68 per cent of the operating budget; all other objects of expenditure account for 32 per cent of the budget. Teaching salaries in the state colleges include 70 per cent of all personnel services. This amounts to 47.6 per cent of the total operating budget.

Salaries in the state colleges are established in terms of the national average for teachers colleges. Teaching salaries recommended for the next biennium include an eight per cent increase for the two-year period.

At the University of Missouri, including the School of Mines, teaching salaries are established at the national average for universities with enrollments of 10,000 and over. The increase in academic salaries recommended for each year of the biennium is 6.7 per cent. Non-academic salaries will be increased at the rate of six per cent for the biennium.

The student-teacher ratio has been figured at 18 to 1. Costs for repairs, operations, and additions have been determined by adding to the previous year's costs four per cent for the increase in costs and seven per cent for enrollment increases. The University of Missouri and the Rolla campus are on practically identical schedules with respect to academic salaries and student-faculty ratios.

Ten-year projections for enrollment and budgets have been made for all the institutions. These projections include the existing eight campuses and limited facilities for new centers of higher learning to be developed by the University in Kansas City and St. Louis. The University has requested, and the Budget and Comptroller's Office has approved, significant funds for research. This is a commendable policy which should be implemented by the Legislature.

It is anticipated that the contribution of the State Legislature to the support of junior colleges in Missouri will amount to $1,860,000 for the 1963-1965 biennium. These funds will be distributed on the basis of $200 for every 30 hours of credit carried by students in the public junior colleges of the state.

The medical school of the University represents a very large budgetary item, appropriately carried as a separate expense in the University's budget as are the costs for cooperative extension services.

Evaluation of budgeting procedures

It is not the purpose of this report to determine whether or not the state institutions are adequately supported in terms of state appropriations nor to render any judgment with respect to total costs for operating the various institutions. A fundamental question to which this report is directed involves the process and procedures by which the budgets of higher education are developed.

The budget of an educational institution represents the translation of educational philosophy and purposes into dollars and cents. That translation, in the case of Missouri's colleges and university, is being made by the Budget and Comptroller's Office. The budget is a means for achieving educational purposes. For the budget to be developed and fixed by individuals and authorities outside the institutions, and without clearance with them, is to ignore the fundamental relationship between the means and the ends of education.

Missouri is fortunate in having in the Division of Budget and Comptroller's Office public officials who are willing to work cooperatively with the presidents of the state colleges and university in the development of budgets. But even a superficial analysis of the process by which the final budget is recommended to the Legislature indicates that educational policy of the very highest nature is being determined by government officials rather than by the leaders and governing boards of higher education. Although the presidents and the deans have been very resourceful within the available funds, the staffing ratio that has been imposed by the budget is more like that of good elementary and secondary schools than of the leading colleges and universities of the nation.

The principal reason for the assumption of certain educational responsibilities on the part of the Budget Office is the fact that there is no higher educational authority or procedure for effecting the necessary coordinated studies of costs, building programs, and staffing. Any coordinating authority for all the institutions must be staffed with full-time personnel necessary to do, in cooperation with the administrators and faculties of all the institutions, the institutional research necessary for the long-range planning of buildings and operating costs.

If no legal coordinating agency for higher education in Missouri is established, it would be the recommendation of the consultants that the responsibility

for coordinating budgets and building programs remain with the Budget and Comptroller's Office.

Coordination of Higher Education in Missouri

External control of the state colleges and university in Missouri is the direct responsibility of their governing boards and indirectly the responsibility of the State Legislature and the executive branch of the government, the latter exercising its greatest influence in the determination of broad public policy and financial support. These connecting links between higher education and American society constitute one of the unique characteristics of the American system. They have resulted in more generous support from society and greater institutional responsiveness to the needs of individuals and society.

The governing boards of the state colleges and the university have the responsibility for keeping resources in balance with the needs for higher education.

In the past the State of Missouri has decided that its institutions could be governed most effectively by establishing a separate board for each institution. The Curators of the University and the Curators of Lincoln University enjoy constitutional status, which means that they enjoy freedom from political pressures that sometimes develop where boards of control are creatures of the Legislature. This status is most appropriate to the governing boards, particularly in shielding the University against undue political pressure or external interference in the management of its educational program.

Although the establishment of one governing board for each institution has permitted each college to serve its region, or its state-wide functions in the case of the University, and has avoided undue emphasis upon conformity to a common pattern, the system has been lacking in effective authority or means of coordination outside of the executive and legislative branches of the government. Projected enrollments for the next decade and the enormous cost of building, maintaining, and operating an effective state-wide system of higher education demand greater coordination in the planning and implementation of policy for higher education.

Council on higher education

The state could follow several alternatives in the development of a plan for effecting coordination. First, it could create a single board of control for all public institutions of higher learning in Missouri. Such a system would be in keeping with good administrative practices and would be likely to result in greater economy and efficiency in the development and management of higher education. But business criteria of economy and efficiency alone will not suffice where the objective is the development of an educational enterprise. Moreover, experiences of other states have indicated that a single board for all higher education may be inimical to effective development in higher education.

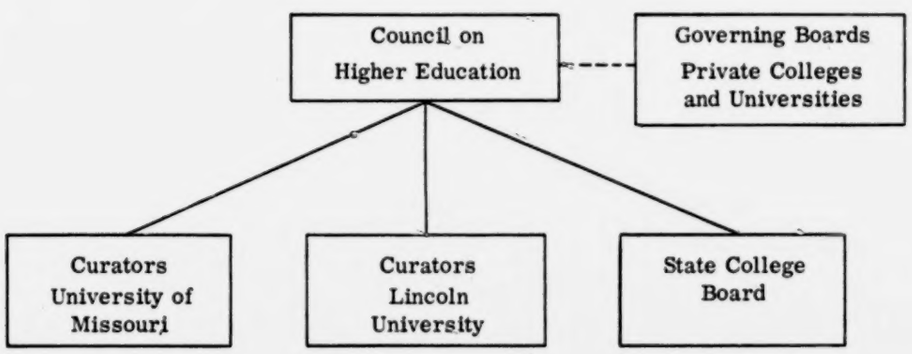
A second method for achieving the desired coordination would be to impose a super board upon the existing boards that control the institutions. If such a super board attempted to govern as well as to coordinate the colleges, it would tend to relegate existing boards to advisory bodies without any significant responsibilities in governing the institutions.

The unique problems of higher education in Missouri suggest a third alternative as having greater possibilities than either of the first herein suggested. This alternative would be the establishment of a Council on Higher Education whose responsibilities would be the coordination of the state-wide program for both public and private colleges and universities.

The Missouri College Union, an organization of liberal arts colleges and universities, took the initiative on November 7, 1962, in expanding that organization, through steps that will include the changing of its constitution, to include all accredited colleges and universities in the State of Missouri, both public and private. Private colleges and universities of Missouri are accepting a very great responsibility for the education of Missouri youth. They are saving the taxpayers of Missouri millions of dollars. The expansion of private colleges and their counterpart public institutions to meet the increasing enrollments demands a greater degree of planning and coordination among all colleges and universities of the state.

It is possible that the State of Missouri will want to consider the problem of providing state scholarships for students regardless of whether they attend public or private institutions. There are strong indications that the government of the United States will be providing increasing funds for higher education, including both public and private institutions. The coordinating authority established in the State of Missouri should take into consideration the possibility that it would be called upon to serve as a clearing house not only for state funds for higher education but for federal funds as well.

The people of Missouri must recognize the public nature of all higher education. A Council on Higher Education with authority to coordinate state colleges and universities and to perform limited coordinating functions for private colleges, without governing either type, would be a progressive step certain to be followed by other states.



The suggested organizational chart would make possible a coordinated state system of higher education with informal relationships and coordinated planning between public and private institutions.

Coordination of institutional research

Missouri is on the threshold of a major decision on the part of the State Legislature. The decision is whether or not to open wider the doors of opportunity for higher education and to make the corresponding investment necessary to implement a dynamic program. Failure to do so would mark the decline of the state's economy, as well as its social and cultural institutions.

The state colleges and the university are not being supported at the level which Missouri's income would justify, nor at the level necessary for excellence. The ratio of students to faculty is very high. Salaries for the five state colleges are predicated upon national averages among teachers colleges. Salaries for the University are based upon the averages for universities enrolling over 10,000 students. Neither of these is a valid criterion for Missouri, a state that should not be satisfied with national averages. Although more adequate support for existing institutions is imperative, state support for the expansion of higher education in St. Louis and Kansas City will demand an even greater increase in the budget for higher education.

Missouri can afford to make a much greater investment in higher education. In the years 1952-1958, Missouri spent an average of .32 per cent of its personal income (less than one cent out of every three dollars) on higher education. The range among all states was from .13 per cent in Massachusetts to 1.34 per cent in New Mexico. Only five states (Connecticut, New Jersey, Pennsylvania, New York, and Massachusetts) spent a lower per cent of personal income than Missouri on higher education.

The research staff under the Council on Higher Education should engage in continuing institutional research to determine what the costs should be as well as what they are at any given time, to find out the factors that influence costs, and to project costs into the future within the limitation of variables that always make cost projections difficult. Such studies should be mandated by the Legislature as a sound approach to making state appropriations for higher education.

Research must be applied to an evaluation of all existing state college and university facilities to determine schedules for repairs or replacements. New building programs must be projected as a sequel to enrollment projections. Plans for new construction should extend to 1975, and schedules for what will be needed from each session of the Legislature should be ready by 1965. The plan should be adopted by the Legislature only if it has been formulated objectively with appropriate attention to increasing efficiency in the utilization of physical facilities. To prepare these schedules by 1965 will require the following steps:

1. Evaluation of existing buildngs
2. New enrollment projections based upon action taken by the 1963 Legislature to expand higher education opportunities in Missouri.
3. Determination of enrollment at each state institution for each biennium to 1975
4. Establishment of building priorities for each institution based upon factors such as enrollment, condition of existing buildings, and anticipated percentage utilization of student stations

5. Projected building costs for each biennium to 1975, to form the basis for appropriations by each session of the Legislature.

This proposed research on building programs and costs for higher education could save the state millions of dollars by meeting needs as they arise instead of waiting for catastrophies before acting, and of risking higher costs for delaying needed construction.

Leaders of private colleges and universities of Missouri should consider extending these institutional research projects to their institutions. They could well afford to contribute substantial support to such an enterprise in order to gain from state-wide planning for the total program of higher education.

If these studies resulted in increases in student-station utilization from 34 per cent to 40 per cent in lecture halls, and from 37 per cent to 40 per cent utilization in laboratories, the savings to the state on projected construction would be near $4,000,000; and if building programs for the St. Louis and Kansas City divisions of the University are included, the savings could approach $5,000,000 by 1975. This is the challenge that will justify adequate financing of institutional research on a state-wide basis. It is not likely to be achieved unless state-wide coordination of higher education is effected.

Substantive departments and divisions involving academic and administrative functions of institutions will need to engage in continuing research on problems of curricula and programs—eliminating out-dated courses, pruning the educational program to encourage dynamic new growth adapted to emerging needs, and studying student-personnel programs, including drop-out rates and their causes, and the reasons why students succeed and why they fail.

The foregoing are examples of institutional research needed as a basis for planning and developing the state-wide program. Most of the research and data for such studies should be provided by the participating colleges, because each college will be called upon to provide data on its own program. The central research staff should design the studies and coordinate the process and results on a state-wide basis. To be effective, such studies must be carried out on a cooperative basis.

It is anticipated that this type of institutional research will increase the effectiveness, efficiency, and economy of the total state and private college program. Good administration is no threat to the academic program, but one of the greatest threats to higher education in America is poor management, not only of purely administrative matters, but, even more importantly, of purely academic matters.

Composition and functions of the Council of Higher Education

The Council should be composed of 15 members, eight of whom should be elected from the faculties and administrators, except presidents, of both public and private colleges and universities in Missouri, the other seven to be selected from the state at large representing the professions, business, and industry. The eight representatives from the colleges and universities should be nominated by a state-wide conference of the college and university presidents, and all members should be appointed by the Governor by and with the consent of the Senate.

The term of office should be for 10 years with three members to be appointed each biennium.

The functions of the Council must include coordination of budgets to be presented to the Legislature for each biennium; the determination of policy relating to the expansion of higher education, particularly the development of new centers of higher education in any communities of Missouri; implementation of federal assistance to higher education; and the development of priorities with respect to long-range building programs.

The Council should have a budget sufficient to employ a small research staff under an executive secretary to the Council. The staff should be charged with the responsibility for carrying on institutional research on such problems as costs of higher education, the utilization of facilities and personnel, enrollment trends, and building programs.

The most appropriate location of the staff would be on the campus of the University of Missouri where it could make use of economists and business and public administrators as consultants in carrying out its responsibilities.

The Council should meet approximately four times each year, and at least one third of the Council should visit each member college or university every two years.

The Legislature should mandate cost studies based upon the students at different levels, or credit hours at each level of instruction, for each institution as a basis for developing institutional operating budgets for each biennium. Presidents and their assistants should use an accepted formula as the basis for developing biennial budgets. There should be agreement among the presidents, approval by their governing boards, and final coordination by the Council on Higher Education on budgets submitted to each legislative session.

Recommendations

1. The State Legislature should establish a Council on Higher Education to coordinate purposes, plans, and institutional research for higher education in Missouri.

2. The State Legislature should authorize the development of ten-year building programs with specific allocations for each biennium.

3. The State Legislature should mandate cost studies to determine costs based upon the number of students or credit-hours at different levels of instruction for all state colleges and universities.